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# STAFFING AND PLANNING ISSUES AT THE SAN FRANCISCO ELECTIONS DEPARTMENT

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## SPECIAL REPORT



June 14, 2006

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### SPECIAL REPORT



June 14, 2006





**CITY AND COUNTY OF SAN FRANCISCO**  
**OFFICE OF THE CONTROLLER**

**Ed Harrington**  
**Controller**

**Monique Zmuda**  
**Deputy Controller**

June 14, 2006

Noelle Simmons  
Mayor's Budget Office  
City Hall Room 288  
San Francisco, CA 94102

John Arntz  
Director of Elections  
City Hall Room 48  
San Francisco, CA 94102

Dear Ms. Simmons and Mr. Arntz,

I am transmitting with this letter the review of staffing needs at the Elections Department that was requested by both of your offices. In brief, the Controller was asked to evaluate Elections staffing, particularly with regard to the hiring and management of temporary employees, and to make other recommendations for efficiency and cost management. In addition, we were asked to compare San Francisco's Elections Department to those of other counties in certain respects.

In brief, we found that the Department of Elections should:

- Reduce some full-time staff to part-time and move some year-round temporary staff to seasonal employment;
- Follow through with a plan to restructure the Information Services unit with a permanent position as its head, a reduction of the total staff from four to three, and filling positions with appropriate IT classifications;
- Contract out its absentee voter preparation and mailing process as soon as possible, and if possible, before the November 7, 2006 General Election;
- Pursue reimbursement from the state for all allowable absentee voter costs;
- Develop a seasonal employee staffing plan based on historical experience that provides for a minimum and a maximum staffing level depending on the types of elections occurring;
- Develop policies for hiring seasonal employees with respect to pay rates and employment classifications.

If you have questions or would like more information, please contact Monique Zmuda at [Monique.Zmuda@sfgov.org](mailto:Monique.Zmuda@sfgov.org) or 415 554-7579.

Respectfully submitted,

Ed Harrington  
Controller





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# SUMMARY

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## INTRODUCTION

The Mayor's Office requested that the Controller's Office conduct a staffing study of the Department of Elections (Department) to evaluate the need to increase the Department's salary budget for FY2005-06. The estimate of the Department's deficit as of May 2006 was \$891,262, which was proposed for funding through a supplemental appropriation. The results of our study show that the department can realize savings of as much as \$419,000 annually by taking the recommendations listed above. For the long-term, the department could realize greater savings through better management controls over the use of temporary staff during election periods or use of alternative means of obtaining temporary staff, and other efficiencies.

## SCOPE AND METHODOLOGY

We conducted this review by researching current federal, state and local elections law governing the San Francisco elections process. We also interviewed the Department's director, the deputy director for budget and personnel, and the deputy director for operations. The deputy director for budget and personnel provided information on current permanent and temporary staffing and costs in addition to overall budget and expenditure data for the department. We also obtained data from the City's accounting system for historical budget information on department costs and staffing.

The Mayor's Budget Office and the Board of Supervisors Budget Analyst provided us with data and analysis they had conducted on the Department.

We also conducted a survey of five, comparable Bay Area county elections departments to determine the extent to which they rely on permanent versus temporary staffing and what factors drive their elections costs.

# BACKGROUND AND ANALYSIS

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## ELECTIONS DEPARTMENT MANDATES

The Department of Elections' (Department) main responsibilities include registering voters, maintaining accurate voter rolls, producing and distributing voter information pamphlets prior to elections, administering precinct voting for 561 polling places, administering absentee voting for over 150,000 absentee voters, administering candidate filings, administering filings of opponent and proponent arguments, and responding to all inquiries about the voting process. The most intensive workload periods for the department are the weeks leading up to an election when a workforce of temporary employees is used to accomplish the multiple tasks required to manage a successful election. Temporary employees are also used immediately after an election to conduct the election canvass and process provisional and absentee ballots.

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*The Department of Elections has experienced a number of significant changes in the past several years.*

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The Department has experienced many organizational and workload changes in the past few years. Among the most significant of these are:

- Numerous transitions in Department leadership, which saw six Directors between 2000 and 2002. The current Director was hired in April 2002;
- In 2002 Proposition G created an Elections Commission to oversee the department and appoint the director; prohibited City employees other than Elections Department employees from working on elections and mandated that the Sheriff provide security services during elections;
- Ranked-choice voting was instituted beginning with the election in November 2004;
- The Department assumed administrative functions formerly performed by the Department of Administrative Services and increased staffing with the addition of two deputy director positions, additional permanent employees, and, as of June 2006, 14 temporary employees;
- The Help America Vote Act (the Act) created new requirements including improving accessibility to the disabled—in order to comply San Francisco is purchasing new electronic voting machines and relocating some polling places; and
- The Act also includes a new requirement for verification of registered voter rolls against a statewide database.

## OVERALL SALARY EXPENDITURES WILL EXCEED BUDGET IN FY 2005-06

Table I below shows actual expenditures for permanent and temporary staff salaries at the Elections Department and total spending for fiscal years 2002-03 to 2005-06 (projected). For FY 2005-06, the Department's projected deficit in temporary salaries is \$1.16 million and its total projected deficit is \$0.89 million. Temporary salary spending, which includes temporary staff working full-time, year-round as well as seasonal employees, has fluctuated each year. The primary driver of this fluctuation is the elections calendar itself—which varies according to factors such as the number of elections, the types of elections, and the length and number of measures and required ballot cards per election.

**TABLE I**

### Department of Elections

#### Permanent and Temporary Employee Salaries

	Actual FY 02-03	Actual FY 03-04	Actual FY 04-05	Budget FY 05-06 /3	YE 05-06 Projection /2	Variance
Number of Elections	2	4	1	2		
Permanent	738,796	668,116	1,049,542	1,341,333	1,068,402	272,931
Temporary /1	1,492,237	3,136,450	1,747,530	1,525,759	2,692,447	(1,166,688)
Total Salaries	2,231,033	3,804,566	2,797,072	2,867,092	3,760,849	(893,757)
Total Budget	8,485,518	15,212,233	10,321,866	11,100,918	11,992,180	(891,262)

/1 Temporary salaries include 16 temporary staff who work year-round at various FTE and seasonal, as-needed employees hired during election periods.

/2 Projection as of 5/15/06. Temporary salaries includes \$461,950 budgeted for permanent salaries.

/3 FY 05-06 Budget from Controller's Office.

As Table I shows, expenditures for permanent salaries increased from \$0.74 million in FY 2002-03 to \$1.05 million in FY 2004-05. For FY 2005-06, the Department budgeted \$1.3 million for permanent salaries, but is projected to spend \$1.07 million by year-end. The increase in permanent salaries over the past two years is largely due to filling two deputy director positions, filling other vacant positions, and wage increases. However, for FY 2005-06, the Department budgeted \$1.5 million for temporary salaries, but is projected to spend \$2.7 million.



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*The Department attributes increased spending for seasonal employee salaries to new mandates and increased absentee voter participation.*

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The Department director states that the Department was not adequately funded for FY 2005-06 in temporary salaries with \$1.5 million budgeted this year (when there are two elections) compared to the \$1.7 million spent in FY 2004-05 (when there was one Consolidated General [Presidential] election). In planning for the June primary election, the Department anticipated a 4-card election and believed it would require as much temporary staffing as the 2004 General Election. Although the June election was only a 2-card election and was expected to result in lower temporary salary costs, Department management assert that costs were higher due to implementation for the first time of the Automark electronic voting machines for disabled voters required under the Act. These machines, which were located at each polling place with the older Eagle voting machines, require additional temporary staff to interpret voice-activated ballots recorded on the machines. In addition, the new machines require two special ballot cards of their own, requiring Department staff to process four ballot cards, two for the Eagle machines and two for the Automark machines. Further, Department management asserts that salary costs for seasonal employees for the June election will be higher due to the Act's mandates, increased numbers of candidate statements and proponent/opponent arguments that must be included in the Voter Information Pamphlet, the new state requirements that voter identification be verified against a statewide DMV database, labor costs associated with delivering new machines as well as older machines to the polling places, and a complex absentee voter ballot process due to the number of ballot cards and a likely increase in absentee voter participation.

Based on the Department's data, we analyzed election cost drivers for FY 2001-02 through the November 2005 Special Election and found that the most significant cost drivers are the number of ballot cards per election, the size of the voter information pamphlet (VIP), the number of absentee voters, and the actual voter turnout. Some cost drivers change during an election season and, where possible, Department management asserts that it makes adjustments. For example, phone bank workers who take calls from citizens have been hired and then laid off when management realized that interest in an election was low and fewer call takers would be needed. To an extent, overspending in seasonal staffing costs can be controlled if managers monitor their requirements and make decisions about hiring and releasing employees as appropriate. We compared San Francisco's actual expenditures each year, taking the election cost drivers into account, but found

no clear factor that would justify temporary salary costs having risen so significantly in FY 2005-06. Rather, some of the Department's practices contribute to its higher costs for temporary salaries. For example, 3.75 permanent FTE salaries were inappropriately charged to the temporary salary budget. Department management has indicated they will correct this error. Also, the Department's practice of hiring returning temporary workers at higher steps and classifications adds to the total cost of temporary salaries. Finally, the Department's method for modeling its temporary staffing needs does not adequately use historical data that would make the numbers of needed employees more stable and predictable.

### **ABSENTEE VOTING IS INCREASING SAN FRANCISCO'S ELECTION COSTS**

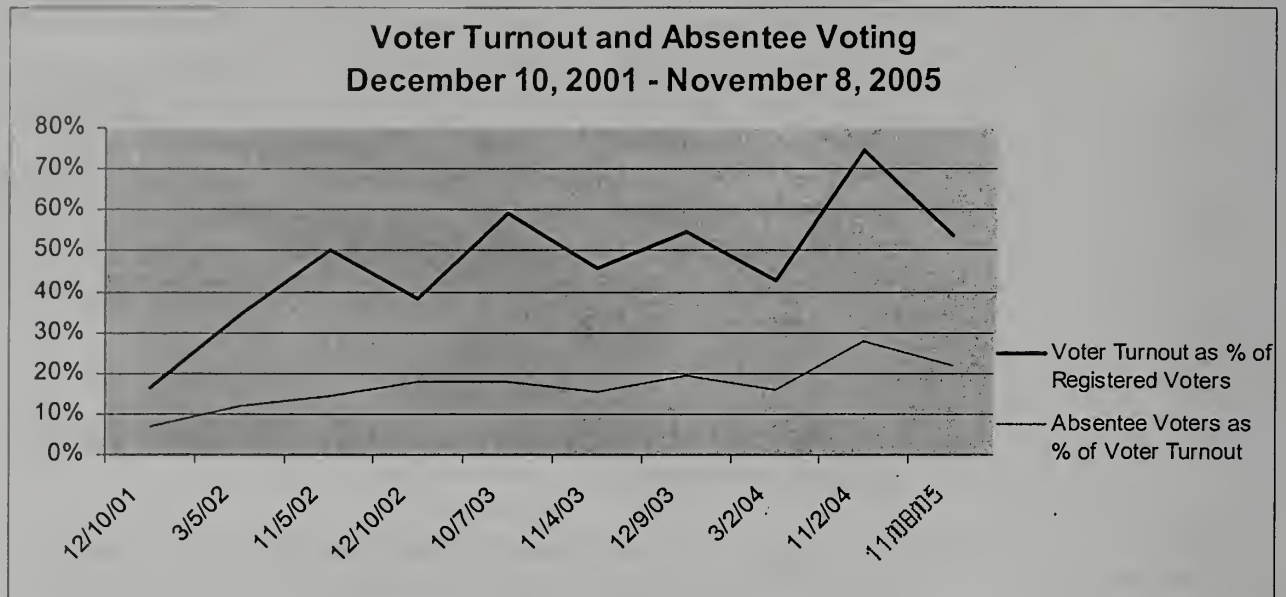
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*Absentee voting has increased in recent years and contributed to the Department's increased costs.*

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State legislation dating from 2002 mandated several changes in absentee voting processes, including requiring that counties allow anyone—not only disabled voters—to vote absentee on a permanent basis. This change resulted in an increase in absentee voting statewide as well as for San Francisco. Since FY 2001-02, the number of absentee voters as a percent of total voter turnout each year has averaged 37% and absentee voting as a percent of voter turnout each year has increased by an average of 2.6%. Exhibit I, below, illustrates the increasing trend in absentee voting since December 2001:

## EXHIBIT I



Managing the absentee voting process is costly given the high handling and mailing costs associated with the City's process. In San Francisco, an absentee ballot team of up to 46 employees manually inserts the ballot, instruction materials and a postage paid return envelope into an absentee package. San Francisco is the only county in California that provides a pre-paid return envelope for absentee ballots. In addition, the City pays for Sheriff's department security to be with the ballots when they are being transported outside City Hall and to be available during and immediately after Election Day.

Absentee voting could create significant cost savings if there were offsetting reductions in expenses for polling places and other associated costs. However, a reduction in the number of polling places requires state legislative changes—California requires that the number of registered voters assigned to an election precinct cannot exceed 1,000 voters and some argue that voters must always be given the option of voting at a polling place. Unless these processes and mandates are changed, growth in absentee voting is likely to increase the total cost of managing elections.



# RECOMMENDATIONS

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## **Recommendation 1: Some Positions Should be Reduced to Part-time or Made Seasonal**

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*Reducing some positions from full-time to part-time would result in annual savings of \$254,000 per year.*

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In interviews with the Department management staff and in a review of the workload of year-round staff, we found that of the 37 total staff, some of the 15 temporary and 22 permanent positions have duties or responsibilities that do not require full-time staffing. While management staff assert that the positions are necessary for the effective operation of the Department on a year-round basis, they also indicated that 14 positions, including 11 temporary positions and 3 permanent positions, could effectively perform their functions on a three-quarter or half-time basis. These positions include one Clerk, one Principal Clerk, one Elections Commission Secretary, two Management Assistants, four Elections Clerks, and five Elections Workers. See Exhibit II in Appendix A, which shows these positions, the reduced FTE, and their job descriptions.

Cost savings to the Department by reducing these 14 positions from full-time to either 0.75 or 0.5 FTE—a total reduction of 3.75 FTE—would result in an annual salary and fringe benefit savings of approximately \$254,000 per year.

Also, some of these positions could be assigned as seasonal employees, rather than year-round temporary employees, and would work only during election periods and would be released along with other seasonal workers after elections are concluded. The 15 year-round, temporary employees were originally hired over a period of several years as seasonal employees to assist with elections processes, but Department management has retained them on a year-round basis to supplement its permanent staffing. As noted above, the Department asserts that it needs these employees to carry out essential elections functions throughout the year. We reviewed the job duty descriptions of the 15 employees and found that 10 of those descriptions appeared to involve duties and responsibilities solely for elections-related activities and not for activities during other times of the year.

Before temporary positions can be converted to permanent positions, there must be sufficient justification that demonstrates the need for these positions. Job descriptions should reflect duties and responsibilities that are required by the Department on a year-



round basis and not just during elections periods. Consequently, we believe the Department should provide the Mayor's Budget Office with the appropriate justification for why these 10 positions should not be seasonal and should be made permanent. If there is not adequate justification for making some or all of these positions permanent, they should become part of the seasonal, temporary staffing the Department uses only for elections periods. See Exhibit II in Appendix A, which shows these positions.

## **Recommendation 2: The Management and Information Services Division Should be Re-organized**

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*The Department's MIS unit staff should be reclassified and made permanent employees.*

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The Elections Department's Information Technology Manager position, classified as a 1054 IS Business Analyst-Principal and the Department's information technology (IT) manager, was a temporary position that was recently made a permanent position. Currently, the IT manager supervises three people who are inappropriately classified as 1471 Elections Workers. These workers perform duties related to database development and administration and related information technology activities. One of the three is a provisional employee and two are temporary employees. The Department has considered restructuring the MIS Division by retaining the 1054 IS Business Analyst-Principal position, reducing the IT Manager's staff from three to two, and reclassifying the two positions to more appropriate IS Business Analyst or IS Administrator positions. All three positions would be permanent and full-time, with total savings ranging between \$8,249 and \$24,605, including benefits, per year depending on the classifications used. While the Department's management has considered these options, it asserts it has not had sufficient opportunity to implement the reorganization.

## **Recommendation 3: Contract For Absentee Ballot Preparation**

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*Significant savings could be achieved in time and materials by contracting out the preparation of absentee ballots.*

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Some counties have contracted out the "front end" of the absentee ballot process that includes preparation, assembly, addressing and mailing of ballots to absentee voters. San Mateo County contracts out these activities with an estimated savings of 50% of its total cost of absentee ballot processing. San Mateo County anticipates reducing its costs for absentee voter ballot processing further by using a smaller, lighter paper ballot in future elections.

San Francisco has explored the possibility of contracting out the permanent absentee voter ballot preparation and mailing process. In 2005 the Department obtained a proposal for this at a per-ballot cost, exclusive of printing and postage, of \$0.32 for 110,000 pieces. Our analysis of labor costs associated with preparation of absentee ballots for the November 2005 special election in which 92,817 absentee ballots were mailed came to \$2.26 per ballot. According to Department management, if the absentee voter ballot processing were contracted out, the department would still need to retain some employees during the election period for essential duties the contractor could not perform such as processing daily requests for ballots. Including these costs, the estimated net savings, based only on labor and materials cost for the November 2005 election process costs, would have been approximately \$141,000. Additional savings would be available with reductions in other operating and administrative costs. The Department's Director is exploring contracting out the absentee voter process for elections taking place after the June 6, 2006 election.

#### **Recommendation 4: Pursue State Reimbursement Owed for Absentee Ballot Costs**

Under California statutes, Chapter 77 and Chapter 920, absentee ballots were made available without restriction to anyone requesting them and certain costs for this expansion of the absentee ballot program were made reimbursable by the state. Local elections departments in California may file claims with the state Office of the Controller (State Controller) for reimbursement of absentee ballot costs. Although the Department has filed claims, reimbursement from the state has been inconsistent and in some years the amounts paid have only been partial or have not been made at all due to lack of funding. For FY 2002-03 and 2003-04, the Department claimed a total of \$2,134,124 but received no reimbursement. In FY 2004-05 the Department received a \$700,000 payment from the state, but for FY 2005-06 the state has not made an additional payment. From FY 1997-98 to FY 2005-06—all years that the Department filed claims—the Department claimed \$6,352,337 but only received \$2,308,413. While the Department's claimed amounts are subject to audit by the State Controller, which generally results in fewer dollars reimbursed than claimed, there remains a significant amount due the Department from the state. Currently, a provision in the Governor's budget for FY 2006-07 would provide for regular payments of outstanding amounts, including interest, to California

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*The Department has submitted claims for \$4 million for absentee ballots cast, which have not been reimbursed by the state.*

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counties over a 15-year period, but the outcome of this will not be known until the summer.

### **Recommendation 5: Develop a Seasonal Staffing Plan With Minimum and Maximum Staffing Levels Based on Experience**

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*By providing a range rather than a target for salary expenditures, the Department can improve its budgeting process.*

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Currently, the Department's planning for hiring seasonal employees is summarized in a spreadsheet that shows the numbers of employees each division anticipates hiring by pay period for the fiscal year and cumulative totals of individuals hired. The spreadsheet also computes the approximate cost of salaries of seasonal staff for the year. While this is a good planning document or tool for showing the hiring pattern and projected salary expenditures for seasonal employees, it is subject to frequent changes as election dates approach. For example, an October 2005 version of the spreadsheet showed the projected cost for seasonal salaries to be \$2.4 million for FY 2005-06, but a December version showed those costs had decreased to \$1.9 million. A later version showed a projection of \$2.1 million. For the year, the amount budgeted for all temporary salaries, seasonal and year-round, was \$1.5 million.

Because expenditures for seasonal employee salaries have exceeded budgeted amounts before the election has occurred, decision makers and others have questioned whether those expenditures are justified. A better methodology for projecting seasonal salary expenditures would provide for a range of expenditures. The objective would be to show a minimum and maximum amount Department planners anticipate spending so that decision makers and others have a better understanding of what to expect when final costs become apparent. Establishing a range of expenditures would entail using historical information—the actual costs of past elections—as well as the anticipated costs based on the type of election(s) occurring and other factors such as new mandates, voter registration trends, and anticipated voter turnout. While factors like voter turnout are difficult to predict, determining a range of costs based on a low turnout versus high turnout would help provide a reasonable context for projecting costs.



## Recommendation 6: Develop Policies or Guidelines for Hiring Returning Seasonal Employees

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*Better policies or guidelines for hiring seasonal employees could result in decreased spending for salaries.*

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Although new seasonal employees entering the Elections Department are hired into the first step of the classifications they occupy, we learned that management has subsequently hired returning seasonal workers into higher pay steps and sometimes into the top step of their classifications. Although these decisions are not prohibited by Civil Service rules, they are in contrast to rules and practices that typically require new permanent employees to complete a probationary period before progressing to the second pay step and then wait a year after that to proceed to the second pay step.

We also learned that some managers may hire returning seasonal employees into higher-paying classifications. Typically, for permanent employees to obtain a different position with a higher pay, they normally must compete for the position and go through some type of qualifying or testing process.

Department management asserts that approving multi-step increases for returning seasonal workers, or hiring them into higher-paying classifications than they held previously, are tools or incentives for good employees to return and effectively lowers the cost of recruiting and training new ones. Although Department management and the Department of Human Resources have approved these personnel transactions, we believe these are not good business practices because they contribute to the increased total cost of seasonal employees' salaries. Further, these practices can cause permanent or year-round employees to question the fairness of personnel decisions when they result in different pay levels among employees who are in the same classification and have the same tenure. The Department should promulgate a policy with respect to step increases and hiring into the classifications it uses for seasonal employees that is consistent and fair to both seasonal employees and to year-round employees.

Staff: Monique Zmuda, Deputy Controller  
Peg Stevenson, Director, City Services Auditor Division  
John Haskell, Performance Analyst

cc: Mayor  
Board of Supervisors  
Civil Grand Jury  
Budget Analyst  
Public Library

# APPENDIX A –ELECTIONS STAFFING DETAIL AND DISCUSSION

## YEAR-ROUND STAFFING

The Department currently has a year-round staffing level of 37 employees, 15 who are temporary employees and 22 who are permanent or provisional employees. Year-round staffing has fluctuated over the past several years. In terms of full-time equivalent (FTE) positions, Table II shows budgeted and actual permanent FTEs and budgeted and actual temporary FTEs for fiscal years 2002-2003 through 2004-05. Due to the wide fluctuation of FTE counts for temporary (seasonal) employees during the year, the FTE amounts shown are averages. For FY 2005-06, the actual temporary FTEs is the number of staff hired as of May 19, 2006, while the actuals for previous years are annual averages of temporary employees hired.

TABLE II

### Budgeted and Actual FTE for FY 2002-03 through 2005-06

Fiscal Year	Budget Permanent FTE	Actual Permanent FTE	Budget Temporary FTE /1	Actual Temporary FTE /1	No. of Elections
2002-03	24.75	10.87	28.11	51.57	2
2003-04	29.25	9.99	28.87	83.75	4
2004-05	29.50	18.44	14.51	46.63	1
2005-06 /2	29.0	17.47	22.85	109.89 /3	2

/1 For temporary positions, FTE counts shown are annual averages due to the wide fluctuation in temporary staffing levels that occurs during election periods.

/2 As of 5/19/06.

/3 Actual Temporary FTE count as of 5/19/06 when temporary staff were being hired for the June 6 election. For previous years, temporary FTEs are the annual averages.

## YEAR-ROUND TEMPORARY EMPLOYEES

Although City personnel policies limit the hours temporary employees may work in a year to 1,040 hours, all the 15 year-round temporary employees currently work full-time. According to the Department, these employees perform functions essential to year-round operations of the department. They also provide the skills and knowledge needed to train and supervise the “as-needed” or seasonal employees who are hired to assist the Department during election periods. Department management asserts that

these employees should be made permanent employees because they are performing functions that permanent employees would normally be performing and their functions are critical to the smooth operation of the Department. For example, the Information Technology manager was, until recently, a temporary employee and two of the other three IT staff who report to the manager are temporary. A temporary Elections Worker handles all the personnel transactions, including processing seasonal hiring and layoff of hundreds of employees.

Exhibit II shows the 11 year-round temporary and 3 permanent positions discussed in Recommendation 1 that could be reduced from full-time to part-time. It also shows the 10 year-round, temporary positions that could be made seasonal employees.

## EXHIBIT II

### Full-time Positions that Can Be Reduced to Part-time or Seasonal Positions

	Civil Service Classification	Position Title	Status	Positions that Could be Reduced from Full-time to Part-time	Temporary Positions that Could be Made Seasonal	Job Description
1	1471	Elections Worker	Temporary	0.75	Yes	<b>MANAGER Warehouse.</b> Hires, and supervises 8 seasonal staff. Coordinates election supplies, including printing, distributing, inventorying, and warehousing of all election supplies used by the voting precincts on election day. Coordinates drayage schedule of election equipment from warehouse to precincts and return; Inventories parts for election equipment to maintain in-house supply. Maintains and repairs voting booths and equipment. Assembles and packages precinct supplies for delivery. Coordinates, assigns, and tracks up to 240 vehicles each election. Inventories materials and supplies before and after elections; ordering, and maintaining inventory.
2	1408	Principal Clerk	Permanent	0.50	NA	<b>Campaign Services Division.</b> Supervises public office/FPPC filing & organization of FPPC, Nominations & Initiatives. Phone bank lead supervising 10 temps. Intakes and reviews paid arguments. Keeps historical files of SOS memos, ballot measures, BOS documents, and correspondence.



	Civil Service Classification	Position Title	Status	Positions that Could be Reduced from Full-time to Part-time	Temporary Positions that Could be Made Seasonal	Job Description
3	1404	Clerk	Temporary	NA	Yes	<b>Precinct Services.</b> Works with mapping software to create and produce precinct and data and statistical maps. Assists Precinct Services Manager / ADA Coordinator scheduling and coordinating poll locators. Serves as office point person for precinct field workers, equipment delivery crews and lead vehicles. Assists in planning delivery routes, and mapping routes for voting equipment & precinct supply delivery and pick-up. Tracks and creates Change of Poll signs and coordinates set-up. Maintains database of polling places. Develops and prepares graphics for flyers and brochures. Trouble-shoot at Election Center on Election Day.
4	1842	Mgt. Assistant	Permanent	0.75	NA	<b>Publications VIP/Canvass.</b> Manages development, translation, production and distribution of the Official Ballot and Voter Information Pamphlet (VIP). Coordinates activities, manages workflow and deadlines with vendors, US Postal Service and Ballot Simplification Committee. Hires and trains bilingual proofreading staff. Serves as Project Coordinator for post election canvass. Assists in development and administration of contractual agreements with voting system, translation and printing vendors.
5	1404	Clerk	Temporary	0.75	No	<b>Outreach Division.</b> Spanish-speaking Bilingual Coordinator. Assists in preparation of materials, programs and translation. Offers bilingual voter assistance in person and on phone. Attends field activities – presentations, tabling events. Assists Deputy Director and Lead Coordinator in monthly communications or meetings of the Voter Outreach and Education Advisory Committee, Maintains outreach database tracking community organizations, events attended and materials distributed and collected. Attends INS Ceremonies.
6	1403	Elections Clerk	Temporary	NA	Yes	<b>Voter Services.</b> Attends Spanish voter information lines. Processes and enters voter registration data. Processes absentee requests for ballots and provisional ballots. Processes overseas ballots. Works the early voting counter in City Hall. Maintains voter rolls. Organizes and maintains logs and files, provide training and support to seasonal data entry, assists in voter records retention, keys in -generates and runs stats for new petitions signs-in-lieu and nominations.

	Civil Service Classification	Position Title	Status	Positions that Could be Reduced from Full-time to Part-time	Temporary Positions that Could be Made Seasonal	Job Description
7	1403	Elections Clerk	Temporary	0.50	Yes	<b>Voter Services Division.</b> Processes daily mail, tracking and logging mail stats. Oversees and trains seasonal mail staff. Sorts, and prepares registration cards, absentee requests and voted ballots. Scans registration cards, processes outgoing mail including voter registration cards, pending notices, and voter notifications. Assists in processing registration cards, and changes & cancellations in DIMS. Assists with preparing raw count on petitions, uploads <del>absentee requests, voted ballots and roster voting history.</del>
8	1842	Mgt. Assistant	Temporary	0.75	No	<b>MANAGER Pollworker Division.</b> Hires and supervises staff of 35 temporary employees. Directs recruitment, assessment, election day assignment and training of up to 3,200 pollworkers for each election. Responsible for the preparation and production of pollworker training materials training class schedules, class curriculum and election day precinct materials. Oversees conduct of 150 training classes for each election and pollworker payment and check disbursement.
9	1403	Elections Clerk	Provisional	NA	No	<b>Voter Services.</b> Attends Chinese Voter Information Line. Processes and enters voter registration data. Process absentee requests for ballots and provisional ballots. Processes overseas ballots. Works the early voting counter in City Hall. Maintains voter rolls. Organizes and maintains logs and files, provides training and support to seasonal data entry, assists in voter records retention, keys in -generates and runs stats for new petitions signs-in-lieu and nominations.
10	1471	Elections Worker	Temporary	0.75	Yes	<b>Voter Services.</b> Assists Chinese voters in person and on phone. Supervises and monitors process of petitions (State /Local), signs-in-lieu, nominations, oversees early voting, and voter registration cards. Runs monthly non-DMV statistic reports. Oversees absentee requests and signature verification of voted ballots, manages SOS reimbursement affidavit postage account, assists in supervision of seasonal data entry staff.
11	1471	Elections Worker	Temporary	0.75	No	<b>Outreach Division. Lead Outreach Coordinator.</b> Oversees and schedules outreach staff. Assists in preparation of outreach budget division materials and programs. Attends field activities – presentations, and tabling events. Assists Outreach Manager in bi-monthly Bay Area Outreach Committee Meetings with Secretary of State and other Bay Area Counties. Database development and management - runs reports, calendars events, works with MIS for database improvements. Prepares Outreach Division reports with Deputy Director. Assists Outreach Manager in monthly communications or meeting of the Voter Outreach and Education Advisory Committee. Supervises training of Incoming Phone Bank staff for Election Center.

	Civil Service Classifi- cation	Position Title	Status	Positions that Could be Reduced from Full- time to Part-time	Temporary Positions that Could be Made Seasonal	Job Description
12	1403	Elections Clerk	Tempo- rary	0.75	Yes	<b>Precinct Services Division.</b> Assists Precinct Services Manager / ADA Coordinator and leads poll locators. Plans, outlines and creates route sheets, and maps for voting equipment and precinct supply delivery and pick-up. Identifies and resolves problematic poll locations. Tracks relocated polling places and coordinates new set-up and voter signage. Poll Locates; canvasses neighborhoods for relocation sites, conducts and completes site reviews, analyzes for ADA <del>compliance, meets with owners, verifies street ranges</del> . Researches and navigates equipment routes, trouble-shoots polling place issues on Election Day.
13	1403	Elections Clerk	Tempo- rary	0.75	Yes	<b>Ballot Distribution.</b> Handles precinct ballot process, preparing plan and coordinating the distribution of precinct ballots and election supplies to polling places. Trains and supervises temp employees on ballot inventory, assembly and distribution. <del>Coordinates and plans logistics and security</del> of incoming ballots with Sheriff's Department. Assists in conducting special elections including Retirement Board, Health Services & Business Improvement Districts.
14	AC35	Elections Commission Secretary	Perma- nent	0.75	NA	<b>Elections Commission Secretary.</b> Investigates and reports on organization and administrative matters and prepares reports for consideration by the Commission; prepares and supervises the distribution of agendas, notices, minutes, resolutions and certified actions of the Commission; responds to queries from the general public, organizations and governmental officials relative to the policies, procedures and actions of the Elections Commission and the Department of Elections.
15	1471	Elections Worker	Tempo- rary	NA	Yes	<b>Administration, payroll.</b> Collects, verifies and records time sheets. Maintains rosters and daily sign-in sheets. Verifies PPSD/TESS activation. Handles TESS entry, paycheck pick-up and distribution, payroll errors and direct deposit processing. Handles PDFs, PARs, accrual and tracking of sick leave, vacation, holidays and step increases. Also handles SDI, FMLA, SS and EDD audits. Maintain personnel files. Processes all seasonal staff appointments and separations.



	Civil Service Classification	Position Title	Status	Positions that Could be Reduced from Full-time to Part-time	Temporary Positions that Could be Made Seasonal	Job Description
16	1471	Elections Worker	Temporary	0.75	No	<b>IT Division.</b> Assesses and deploys hardware and software. Oversees domain and group accounts, user & group security, offsite back-ups, upgrades, security patches, lotus notes; Client configuration set-up, computer, monitors, laptops, printers, scanners, inventory, tech support; and Network administration; application support, MS Office, VPN Client, DIMS, Cal Voter, Crystal Reports, SQL Server, Visual Studios, and Virus Scan.
17	1471	Elections Worker	Temporary	0.75	Yes	<b>Pollworker Recruitment Coordinator.</b> Develops and maintains contacts with Universities, Community Colleges, High Schools and community based organizations to support recruitment of 3,200 pollworkers for each election. Identifies and implements outreach message and recruitment strategies. Develops recruitment materials and presentations. Hires and trains up to 15 pollworker coordinators. Assists in pollworker payroll processing.
18	1403	Elections Clerk	Temporary	0.75	Yes	<b>Field Election Deputy (FED) &amp; Training Coordinator.</b> Hires and trains two trainers. Prepares trainer evaluation forms, reviews trainer performance. Develops election day training manuals. Develops training curriculum for FEDs and District Drivers. Develops training class schedule and maintains training database. Hires and trains approximately 70 FEDs for each election. Prepares FED routes in conjunction with the Deputy Sheriffs' Department.

## SEASONAL STAFFING

Several months before an election, temporary, as-needed, or seasonal employees are hired in stages to begin preparations for an election. For the June 6, 2006 election, the Department expects to hire up to 284 seasonal workers, some of whom work one or two days, to perform a variety of functions in conjunction with the Department's year-round staff. Some of these functions include:

- Locating new polling place sites,
- Assisting with candidate and other filings including state Fair Political Practices Commission filings,
- Assisting the public with general elections questions,
- Conducting voter outreach and education,
- Training poll workers,
- Preparing ballots for distribution to precincts,
- Preparing the voter information pamphlet, and
- Registering voters and answering voters' questions in-person and on the phone, and other duties.

In addition, multi-lingual seasonal employees are required to provide voter services and to produce and edit printed materials in Chinese, Spanish and English. Seasonal employees also carry out activities associated with handling, organizing, inventorying, and storing hundreds of thousands of ballots and other printed materials, equipment and supplies, and the preparation of precinct materials and equipment for distribution to the City's 561 precincts.

Several weeks before the election, additional seasonal employees are hired to assist staff engaged in the above activities and to perform various other functions including:

- Preparing precinct ballots and preparing and mailing absentee voter ballots to as many as 160,000 absentee voters, and pulling and organizing returned absentee voter ballots,
- Preparing and mailing voter information pamphlets to 431,440 registered voters,
- Recruiting and training pollworkers,
- Operating a phone bank to answer the public's questions, and
- Programming and conducting state-required logic and accuracy (L&A) testing on voting machines.

Just prior to the election, additional seasonal employees are hired as field election deputies to troubleshoot the polling places. On election day, as many as 30 vehicle drivers are hired to transport materials, voting machines and other equipment to polling places and, after the election, to collect everything, including voted ballots, from precincts and deliver them to the collection center for processing. Seasonal workers also conduct the vote canvass, which involves numerous post-election processes and is carried out over a 28-day period after Election Day. Employees also conduct a state-mandated manual vote count in which votes from 1% of the precincts citywide are counted as a check against the automated count produced by voting machines.

In addition, an Elections Center is set up in City Hall to manage and coordinate communications and activities all over the city during an election. Seasonal and year-round employees staff the Elections Center and use a computerized Incident Reporting System to collect information on issues or problems occurring in the field and attempt to resolve them. Employees are also prepared to implement contingency plans, if needed.

Seasonal workers also work at the processing center located at Pier 29, which is the central collection point for election-related materials delivered from the 561 polling places on election night. These employees prepare all ballots for delivery to Brooks Hall, under the Bill Graham Civic Auditorium, where additional seasonal employees conduct the vote canvass.

Some seasonal workers—such as workers who test the voting machines and workers who train poll workers and field elections deputies—are released before Election Day, but many remain several weeks after the election to complete various election processes. For example, signatures on absentee ballot envelopes must be verified, the ballots extracted and counted and identities of voters who voted provisionally must be verified before their votes are counted. Also, workers who perform the canvass, which must be completed within 28 days of the election, and those who inventory and store materials and supplies, continue working several weeks after the election.

As already discussed, the numerous election processes that occur previous to, during and after an election require a staggered hiring pattern. The employees are hired as they are needed in various divisions to ensure a process is accomplished in sufficient time to meet a statutory deadline or to ensure that advance preparations for an election are complete. In addition, some employees who are

hired to perform a task may move between several divisions as the need for additional help with other activities arises.

For FY 2005-06, two elections were scheduled—the statewide special election that occurred on November 8, 2005 and the statewide primary on June 6, 2006. For the November election, up to 199 seasonal workers were hired and as of December 2005, all were released. For the June election, the Department projected it would hire up to 284 seasonal workers, of which over 100 are used only for Election Day.





# **APPENDIX B – SURVEY OF BAY AREA COUNTY ELECTIONS DEPARTMENTS**

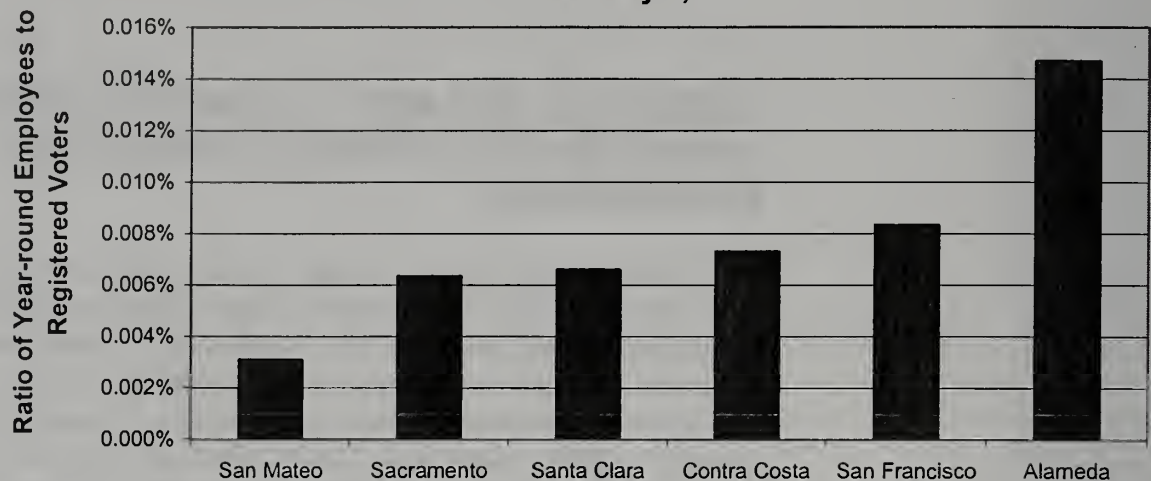
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## **SURVEY OF BAY AREA COUNTIES INDICATES DEPARTMENT STAFFING IS GENERALLY COMPARABLE**

We surveyed five Bay Area county elections departments and asked 10 questions (see Appendix C) about their permanent and temporary staffing practices. The counties we surveyed were Alameda, Contra Costa, Sacramento, San Mateo and Santa Clara. The number of registered voters in the surveyed counties as of January 3, 2006, ranged from 353,512 for San Mateo to 756,555 for Santa Clara. San Francisco currently has 431,440 registered voters, which is most comparable to Contra Costa County with 492,250 registered voters. Comparisons with other counties are complicated by the fact that San Francisco is a city and a county while other counties have multiple jurisdictions with differing elections schedules. Further, it should be noted that other counties do not have certain regulations that San Francisco has adopted such as a prohibition on the use of city and county employees to assist with election activities, a requirement that paid arguments be included in the Voter Information Pamphlet, and a requirement the Sheriff's Department provide security services during elections.

Survey responses indicated the Department has more year-round employees per registered voter than four of the five jurisdictions surveyed. As Exhibit III shows, San Mateo, Contra Costa, Sacramento, and Santa Clara Counties have fewer year-round employees per registered voter than San Francisco while Alameda County has the most. San Mateo County has significantly fewer employees per registered voter than any other county.

**Year-round Employees per Registered Voter as of  
January 3, 2006**



## **OTHER EFFICIENCIES COULD ACHIEVE COST SAVINGS**

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*Consolidating facilities can improve the overall efficiency of elections operations.*

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San Mateo County's has consolidated all its operations, including its warehouse, into a single, modern facility. Such capital investments can provide long-term savings, particularly for a function such as elections that uses many paper-handling and other manual operations. Currently, the Department's activities are scattered among five different sites, one of which lacks sanitary facilities or heat, a site that lacks adequate ventilation, and a site that is not seismically safe and cannot be used by city employees on a permanent basis. In addition, as we discuss in Recommendation 3, San Mateo County has contracted out its absentee ballot preparation and mailing process, which has resulted in salary savings for seasonal employees who performed this function. There may also be savings in year-round salaries for staff that also participated and supervised seasonal employees in the absentee ballot process.

We also asked the other counties about their mix of year-round employees and found they all use some part-time or full-time, temporary employees on a rear-round basis to assist permanent staff during elections periods and to conduct special projects.

Counties indicated that because work flows change during the year due to the elections schedule and other projects or needs, using some temporary employees to assist permanent staff is an efficient way of managing those workflows.

To compare the level of seasonal or temporary staffing by other counties, we computed the ratio of seasonal staff to the number of registered voters in each county. Exhibit IV shows the ratio of seasonal employees to registered voters by county:

#### EXHIBIT IV



This result indicates that the Department relies more heavily on seasonal employees, who are hired during election periods, than other counties and equals that of Alameda County. Contra Costa and Santa Clara Counties have the lowest ratios of seasonal employees to registered voters while the ratios for San Francisco, Sacramento and Alameda are highest. Our survey asked counties to identify the major drivers that determine their need for seasonal employees and found they are similar to those that the Department explained to us including ballot length, voter information pamphlet size, type or complexity of an election, and changing federal, state, and local mandates.





# APPENDIX C – SURVEY RESULTS

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The following questions were submitted to 5 Bay Area counties we considered comparable to San Francisco based on the number of registered voters in each county. As of January 2006, San Francisco had 431,440 registered voters. Of the 5 counties surveyed, San Mateo County with 353,512 had the lowest number of registered voters and Santa Clara County with 756,555 had the most. The counties' responses follow the questions.

1. What are your year-round staffing levels? Please state the number of permanent (and temporary, if any) employees.
2. Have year-round staffing levels changed significantly in recent years?
3. When do you start hiring temporary, as-needed or seasonal employees for an upcoming election?
4. How do you determine how many seasonal employees you need? Do you have a plan for each election, or do you use prior experience to determine the level of staffing needed?
5. What is the maximum number of seasonal employees required to conduct an election?
6. Do seasonal staffing levels vary depending on the type of election?
7. How do you allocate seasonal employees to the various elections tasks that they perform? Do you have a plan to do this?
8. Does the allocation of seasonal staff among elections tasks change depending on the type of election?
9. What are the major drivers of your seasonal employee costs?
10. What are the major drivers of elections costs generally?

County Elections Departments Survey Responses January 2006					
Question	1	2	3	4	5
<b>San Mateo</b> (Registered Voters = 353,512)	Perm staff = 11. Up to 6 temps are brought in as needed.	1 new position to help with language requirements of HAVA and probably hire another for same reason.	4 months prior to election.	Each election unique and staffing adjusted accordingly. Use previous elections as template. See attached staffing plan for 11/8/05 election.	120 for a presidential general election.
<b>Alameda</b> (Registered Voters = 714,490)	Perm = 30 Temp = 75	No	Kept 6 temps since Nov election-start hiring 3 months before election, but some may start sooner for special projects.	Primarily prior experience. If new projects, hire based on needs of project.	75 for Office/ warehouse, 250 for supply/ return centers, & 75 troubleshooters (total=400).
<b>Sacramento</b> (Registered Voters = 629,719)	Perm = 37 Temp = 100+	Added 2 IT staff and requested 2 Election Assistant positions.	Varies by section: Campaign Services starts in February with opening of filing; Voter registration starts at 90 days prior to Election Day (E-90); Absentee ballot processing at E-45; Precincts at E-60. We keep temporary employees until completion of canvass.	Prior experience is main factor and type of election is also important. Primary and general elections require a great number of temporary employees.	For in-house support max. is 150 and for election night return functions, 300 (not incl. polling place workers).



Question	1	2	3	4	5
<b>Santa Clara</b> (Registered Voters = 756,555)	50 permanent full-time staff.	Yes. Added 6 positions with new voting system.	Depends on special project. Have had year-round staff for 2&1/2 years who are temporary employees. Some work part-time. County has many small elections that require few as-needed employees and depending on the election, as-needed employees may not be used at all.	Based on special projects, i.e., survey, retrofitting voting machines with required voter verified paper trail printer, and prior election experience.	118
<b>Contra Costa</b> (Registered Voters = 492,250)	26 full-time, and lately we have had 6 to 10 temporary staff year round.	Added 4 additional permanent positions last year.	It varies. Election Officer/Poll section went right from processing payroll to starting recruitment for Primary. There were 4 temps last year and this year will hire more for new voting system and training. Candidate Section will add one staff to assist with voter pamphlet materials near end of nomination period. Warehouse adding one to get organized and inventory. Data entry had 2 temps last year to help with clean up of new statewide database. Also temp staff for voting equipment testing and warehouse activities in April and add temps in May for absentee and phones.	Use prior experience of section supervisors who advise Asst. Registrar on what they will work on. All temp staff told if not needed they will go home. Asst. Registrar does walk-around every day and if looks like work is tapering off, asks supervisors to let people go. Section supervisors usually can let temps know when their last day will be.	In the Presidential election we could not fit temp staff into office, had 76 working but could only fit 50. If I had more computers and space I would have hired more. We worked 10-12 hour days, 7 days a week.

Question	6	7	8	9	10
<b>San Mateo</b> (Registered Voters = 353,512)	Varies from 70 for local countywide elections to 120 for general.	Employees allocated according to phases of election and are moved between tasks as needed.	Yes. Local elections may use 3 people on phone bank and general elections may use 11 people plus 6 contract operators.	Number of offices and measures (on ballot) and size of measure texts requiring more time to proof for VIP and ballots. L&A testing of vote count software.	Increasing numbers of absentee voters, which dramatically increases effort, time, postage and materials costs. Staff prepares over 130,000 permanent AV ballots. Each ballot must be signature checked, opened, removed and sorted for counting. All this while precinct size, polling place staffing and numbers remain unchanged.
<b>Alameda</b> (Registered Voters = 714,490)	Yes. For small elections use permanent staff.	From experience know what we need for absentee voter process, registration, warehouse, and other tasks.	Yes	Major or minor election and special projects (e.g., surveying polling places, petitions)	Ballots, sample ballot printing, and staffing.
<b>Sacramento</b> (Registered Voters = 629,719)	Yes. If a special election, as November 2005, fewer temp. Staff needed, but each election is different so it's difficult to give an exact number. Considerations: Number of ballot types. Is new equipment being rolled out and/or new procedures for the poll workers? Is there a change in the type of ballot (i.e., punch card to optical scan)?	Each section manager determines. Need based on workload anticipated for the type of on Election Day. There is no written plan other than election day calendar that provides day-by-day functions listing necessary actions for each stage of election.	Yes. Nov. 2005 special election did not require additional staffing in campaign services section.	Type of election determines need for seasonal/temp. Employees. Larger elections require more registration and absentee voter support. Higher voter turnout requires most seasonal employees.	Costs of poll workers, temporary and permanent staff. Also, voting system costs and paper costs (ballots, sample ballots, voter information pamphlets and other materials).

Question	6	7	8	9	10
<b>Santa Clara</b> (Registered Voters = 756,555)	Yes	We track usage by division, by pay period and compare and project.	Yes	Type and size of election, new special mandates, number & frequency of elections in a year. We had 5 elections in 2005.	Staffing, printing, machine deployment and supplies.
<b>Contra Costa</b> (Registered Voters = 492,250)	Yes.	Section Supervisors plan and recruit some of their own help from long-time return temps. Also use a contract agency.	Yes, we tend to move the best temp workers around between sections, depending on workload.	Election officer recruitment; voter registration volume; absentee voters; programming and testing of voting equipment; preparation of precinct supplies; phones and counter traffic; the canvass, including 1% hand count; recounting precincts; duplicating damaged and 60-day ballots; tallying write-ins; provisional vote count.	Labor; printing sample and official ballots; mailing sample ballots; absentee ballot process; preparing, testing and drayage for election equipment and supplies; election officer and polling place payroll.







